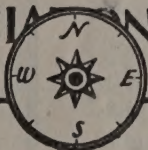


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# The COMPASS

AMERICAN ASSOCIATION OF SOCIAL WORKERS



December 1940

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*Social Problems and National Defense*

*Basic Questions About Family Life:  
Their Bearing on Welfare Problems and Programs*

*Frederick I. Daniels*

*Ethical Concepts and Professional Codes*

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Volume XXII

Number 3

### Chapters Employ Staff

THE *Nebraska Chapter* has embarked on a cooperative experimental plan for a year with the Nebraska State Conference by which the chapter makes a monthly payment to the Conference for the following services: mimeographing and mailing of bulletins and notices; handling chapter incoming mail, and maintenance of chapter files. The chapter purchases all necessary materials and equipment. Financing of the experiment is to be through a lecture project.

The *Washington D. C. Chapter* has recently employed a part time executive secretary, Mrs. Frances Simsarian, who has been an active member for several years. The chapter has felt for some time the need for such assistance as paid staff can provide and anticipates that the achievement of this will greatly facilitate its work.

The other chapters employing staff are noted below:

*Los Angeles:* Thelma Bain, new part time office secretary replacing Mrs. Bess Mandel; chapter also has permanent office.

*San Francisco:* Jeannette Schafer, new part time office secretary replacing Carolyn White; chapter office.

*Pittsburgh:* Mrs. Gertrude Markle, part time office secretary for the past two years; chapter office.

*Philadelphia:* Mrs. Macy Jordan, part time office secretary since 1939; chapter office.

*Chicago:* Mrs. Mary B. Wirth, new part time executive secretary, and Sara Hughes, office secretary, who has been on the staff for the past year; chapter has permanent office.

*Cleveland:* Mrs. William Boyd, continuing as part time executive secretary; chapter has had an office for a number of years.

*Twin City:* Brenda Fischer, continuing as part time executive secretary.

*New York City:* Mrs. Martha Perry, continuing as full time executive secretary, and Mrs. Fay Plum, continuing as office secretary; chapter has had an office for a number of years.

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## *Social Problems and National Defense*

THE first meeting of the new Committee on Government and Social Work was held in Washington on December 8th following an open meeting with chapter representatives in connection with the Round Table Conference of the APWA. The Committee took this occasion to review Association activity in relation to national defense. Specific proposals were outlined for submission to the appropriate federal officials. These are being circulated to chapters as suggestions for local defense activities.

As the defense program moves forward there is increasing recognition of the importance of health and welfare as "our inner line of defense." This recognition of the need for attention to the people behind the nation's material resources is facilitated by the transfer on November 28 of health and welfare from the Consumer Protection Division of the National Defense Advisory Commission to the Federal Security Administrator.

The Association takes this occasion again to underscore its conviction that public responsibility must be assumed for these aspects of defense as for the other social problems of our national life. Pronouncements are coming from many quarters on this subject as problems long anticipated appear in both old and new forms. Already there are emerging some of the conflicts of interest which were apparent during the World War. This Association was not then in existence. In 1940, however, it will be heard as it was in 1930—calling for recognition that (a) there are great gaps in our current provisions for the meeting of social needs, and (b) that those needs can only be met by federal leadership and the use of resources accessible only to the federal government, and (c) that social services are a regular and permanent function of government. Such testimony as was provided from the daily experience of social workers ten years ago led to the adoption of new measures and the establishment of new programs.

These programs, developed out of a growing conviction concerning public responsibility and federal participation, now provide a structure to be strengthened and adapted to current requirements. In the early thirties there was no nationwide system of public social services. There were neither employment offices, nor state and county welfare departments as there are today in 48 states

and more than 3,000 counties in the United States. Moreover the number of professionally qualified persons in public social work was negligible. Today we find professional leadership of a high order in federal agencies and in many other units of government. And finally there is incorporated in the permanent functions of government a recognition of public responsibility not only for insurance, assistance and public work but also for services to people who require them.

However imperfect the coverage or incomplete the provisions, this situation stands in marked contrast to that in which the World War found social work. No matter how magnificent the effort or substantial the services of voluntary auspices during this previous period of our history with its long aftermath, new alignments inevitably developed which changed, probably for all time, the setting in which social work is practiced. The present situation cannot be served merely by a mobilization of voluntary effort. That effort must be coordinated and brought to the assistance of public authorities. One of the greatest services which voluntary groups can now render is again to identify the unmet needs in the nation and again to clarify the complementary rôles of private and public functions. It will not do to ignore the progress of the last decade in the acceptance of governmental responsibility.

Recognition of these changes is essential as we face the manifold demands of another crisis. That crisis could be a source of confusion, a stumbling block in the way of progress toward the general welfare. This will happen if defense is seen as an alternative to the extension of the social services of government, or as a competitor for instead of a partner in needed appropriations. It may happen if we content ourselves with frantic efforts to "conserve gains" or merely to stretch inadequate facilities to meet new needs. It will not happen if professional and lay leaders alike view current problems in the light of recent history and set their faces as resolutely to the tasks of "inner defense" as they have to the necessities of external protections.

Specific problems here annotated as defense problems serve only to accent needs for which adequate provision was lacking before the nation undertook a program of total defense. The suggestions here made are derived from the Association's Platform. If they are incor-



porated into administrative practice in the defense program a long step will have been taken in the direction of our long-time objectives. Further data on these and other problems will be forthcoming as social work is alert to the inevitable connection between defense problems and those identified in "normal times."

### *Specific Social Problems Incident to Defense*

**Industrial Concentration** In spite of earnest efforts to allocate defense contracts in such a way as to cause the least possible dislocation, numerous problems have already developed. These include the selection and direction of workers who must move from their homes to the places where work is available, inasmuch as it is not always possible to locate industrial plants in scattered areas where needed skills are to be found. There is the inevitable and necessary migration of workers which requires the most skillful direction and control. A number of communities have already faced a great influx of workers seeking employment with no adequate housing and sanitary facilities and no provisions for even temporary shelter. Workers who succeed in securing employment occasionally find themselves facing exorbitant rent and other charges, and numerous communities are experiencing drains on their water supply and sanitary provisions far beyond their present equipment. Commercial enterprises for the service and the leisure time activities of these increased populations are springing up in advance of organized public facilities for the meeting of basic housing, health and recreational needs.

Testimony on the defense aspects of migratory labor has been presented to the Tolan Committee to Investigate Interstate Migration of Destitute Citizens, and related to the normal problems attendant upon the movement of workers seeking employment. Emphasis has been placed on the maximum use of the U. S. Employment Service for clearance of jobs and selection of workers. It has been suggested that in awarding defense contracts, a clause requiring the use of the Employment Service be inserted. The Employment Service has been expanding personnel to meet the increased demands upon it. It has been proposed that as an adjunct to the new clearance between local services there should be utilized the services of social work personnel to assist and direct the movement of men and their families. It has been urged that federal funds for general assistance be made available and

utilized for assisting migrants who fail to find employment in industrial centers or workers who are dismissed from such employment before they have established residence. Federal resources are also needed for stimulating and assisting necessary local improvements to provide adequate water supply and additional sewers. Portable housing units or trailers have been suggested where permanent structures seem inadvisable or take too long to construct to avoid jerry built communities and new slums.

The needs of these expanded industrial centers underscore the long-felt lag in the development of public recreation. There is need to expand existing facilities, public parks, recreation centers, and schools. It has been suggested that the Security Agency secure professionally qualified staff to direct the extension of public facilities, and that federal funds be made available where necessary to supplement state and local resources. Such staff in the Security Agency would also be able to direct the maximum use of existing private facilities, and with the assistance of advisory committees, set standards for services under both public and private auspices. This situation provides an unprecedented opportunity for the development under government of social services in a field for which private and local resources are no more adequate than they were for the meeting of relief needs in the thirties.

**Increasing Employment** There is no doubt that increasing employment, while marked in its effect, will absorb men unevenly from the ranks of the unemployed, from WPA, and from direct relief.

Readjustments in these programs are suggested only as the needs change. There is real danger that it may be assumed that increasing employment will eliminate the need for public works and direct relief. Attention should be directed to the kinds of skills that are being utilized in defense programs, and the kinds of persons who remain unprovided for.

**Selective Service** Specific problems with reference to deferment of men with dependents and men found physically unfit, have already been indicated. It should be noted that the large numbers of volunteers enlisting makes it unlikely that any considerable number of men will be called in this first draft and of these, it is the intention of the Selective Service System to make liberal interpretations of the dependency clause. The dependency clause should be interpreted, not in

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## Basic Questions About Family Life: Their Bearing on Welfare Problems and Programs

By Frederick I. Daniels, Executive Secretary,  
Brooklyn Bureau of Charities

MY assignment is to sketch in general terms some of the broader implications in an appraisal of values of family life worth preserving for children.\*

My general thesis is that while we are establishing those factors in family life which are of value to children, we must give thought to many broad but basic issues which are inherent in our social and structural conditions today. To this end, we might do well to reappraise our beliefs and attitudes, our methods and our principles, and to consolidate or codify these at whatever point there can be general acceptance.

It might simplify things if we could go on the assumption that family life is the most worthwhile and constructive experience for the child. But such an assumption is purely a generalization in itself. There are numerous "ifs", "ands", and "buts" to be considered if one were to state the proposition as a categorical fact.

Before we try to find common ground on the *degree* to which we subscribe to a belief in family life, what about those who actually disagree—those who challenge the values of the family as an invaluable social institution, either directly, or indirectly? Many of these "unbelievers" come from the very sciences or practices from which we have established our composite practice which we call social work. The challenge is thrown at us repeatedly from persons in the field of education, psychology, medicine, political and social economy. We may shudder and put them aside as social infidels—but we do not effectively answer them. Today with world revolution and chaos at hand, we cannot put off for long a stronger defense and justification of some of our beliefs and practices if they are to survive.

To most of us our conviction and belief has been so sure as not to warrant defending. And too often we have failed to meet the challenge on basic issues by our anxiety to find points in common on minor practices.

We overlook the social infidel's most serious charge by holding that it is simply either a matter of over-statement, or definition as to what degree we are in agreement on the "ifs", "ands" and "buts". We have lost much by failing to take advantage of these many challenges hurled at us, both from within and without our ranks. These more than anything else would force us to be alert to many of these values we have assumed were self-evident.

The weakness of my generalization is that I too am going on an assumption that social work is seeing pretty much eye to eye. Is this a fact? How much we have in common in the children's and family field, or how wide apart we are, no one knows, for we have yet to take stock or give a full accounting. As to the values of family life, there is still open disagreement as between these two special fields of practice. Just when are these values offset by hazards and evil influences on the child sufficient to warrant removing him from his own home into another environment? There are also disagreement and conflicting practices as to when a child may benefit most from a substitute home setting, namely the foster home, or an institutional setting. All of our specialized facilities are apt to find themselves in conflict, either within themselves or with each other, in some of the fine decisions which have to be made in connection with either of these steps relating to the child. Case workers disagree among themselves, case workers and psychiatrists often are at loggerheads, school authorities, probation and court officers, the medical profession—all may have definite opinions which at any time or, unfortunately, in relation to any one child, are likely to be miles apart.

Again for example, there is an indeterminate area, and no small one, where both family and children's agencies may presumably overlap in their functions and purposes. This overlapping is perhaps more pronounced in the sense of areas of interest and service than it is in an individual case work sense. Case work or individualized services do overlap, to be sure, and I do not mean to imply

\* Given at New York State Conference of Social Work, New York City, 1940.



that much cannot be done to clarify this situation as well.

If we are committed to the principle that the child's own home is his proper setting, do we have common or accepted criteria to appraise the values in that home in relation to the child in order to determine whether or not its faults offset its advantages, these criteria being sufficiently broadly established to be acceptable to any one of the many agencies dealing with the varied problems of the child in his own home? I think that it is safe to say that we do not have such basic or generalized criteria.

We do have something that resembles growing criteria in specialized fields, or those fields that represent approaches to specialized or specific problems. Here again, however, there is so much variation between agencies in communities, and as between communities, to warrant the assertion that little has been done as yet to consolidate, as it were, our specialized problem or program knowledge. We range all the way from those who believe that the home is of such importance to the child that little this side of threatened murder should warrant his removal from it, to the other extreme of those who would feel that the most minor behavior problem would warrant removing the child immediately from his home in order that treatment might be more effectively undertaken in a strictly controlled environment.

These are not case work decisions per se, I believe. They must rest upon some broader basis of knowledge, experience, fact, and, in the last analysis, philosophical opinion. Just in passing, let us not overlook the influencing force as well as the variable which is inherent in public or group opinion. These forces are reflected in our philosophy—in what we *think*—only somewhat less than they affect what we *do* or practice. What this public opinion is and what lies back of it, be it group, geographical or political, is one form of knowledge and test we must make use of.

It would seem to me that to date we have avoided, or unconsciously over-simplified some of these basic questions by regarding them as simple differences of opinion as to case work practices or as to area or agency function. It has been just too easy in the past to avoid the mental anguish of facing fundamental issues by the simple expedient of declaring the conflict a clash in case work methods or in agency jurisdiction. Jurisdictional or area of special interest expedients were usually the most popular. We always had fun in working these out, because it took no particular toll in gray matter.

At this point the procedure was easy and the path well known. We called for a conference, we established agency agreements, we set up rules which avoided the basic issue by the simple expedient of determining that the problem would be handled by the agency which knew the case first; or by the agency which knew the case last; or by the agency which knew the case longest. If new or different services seemed to be called for, instead of making our concern why these needs arose, or were not anticipated, or what might be wrong with our fundamentals or our basic principles, we again called for a conference to establish additional agreements or plans, these often superimposed upon the first set. We settled the issue by a few simple formulae. If the case was chiefly a family problem, or involved some financial assistance, it went to the family case work agency. If it was chiefly a children's problem and involved possible removal of the child from his own home, it became a children's agency problem. This "simple" approach becomes so complicated and involved, and so unproductive in result, that we finally solved it by taking the master step in expediency. Agreements—or what have you—to the contrary, we decided that the really simplest and most effective way of avoiding the fundamentals at stake was to get together each time the basic problem arose and settle the *immediate* problem "on an individual case conference basis."

To be sure, we have had as our concern a child or family in trouble and needing services. But we have been so conscious of the immediate and so busy and involved with the personal problem of the individual or family, that we have found it too easy to avoid coming to grips with the broader and more basic issues underlying it.

It would seem that our first step in meeting our obligation to preserve values in family life is to straighten ourselves out in the broad sense as to what our social and community responsibility is, regardless of areas of interest, public or private, family or child emphasis. Who cares, besides ourselves, which or what agency takes on the job or how it is divided, so long as it is done as effectively as possible with what we have.

Some progress has been made to establish factually what the problem is, insofar as research and study has been able to determine this. Those of us in social work must make it our job to see not only the problem clearly, but to see it wholly. Jurisdictional disputes,

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# Advantages and Disadvantages of Multiple Services in the Public Agency

By Elizabeth de Schweinitz, Consultant in Child Welfare, State Department of Public Welfare, Maryland

## PART II

### From the Standpoint of the Client:

In thinking of the values and disadvantages for the client<sup>1</sup> in a centralized administration of public social services, it seems to me essential to make some distinction between clients in general, and a relatively few clients who because of something within themselves or in the complexity of their situation need help which for the time being involves for the agency an unusual amount of planning and execution. Take for example:

The family in which the father is dead and the mother who receives ADC for three children under 16 is mentally ill. Her commitment to the state institution has been recommended, and an older daughter seems able to assume responsibility for the household. While commitment is pending the older girl has become ill, is diagnosed as having tuberculosis, and advised to go to a sanitarium, necessitating foster home placement of the children; or

The case of the feebleminded unmarried mother who is receiving general assistance, considering a serious operation, and planning placement of her three illegitimate children.

In situations of this kind when there are many related needs and little capacity for independent action, the advantage to the client of the multiple function agency seems overwhelming.

In general, however, clients are not seeking, and possibly not even needing help with so complicated a set of problems, nor are they so unable to take the major primary part of the responsibility of solving their own problems.

What, then, does the average client want which is within the scope of public social agencies to provide, and how are his interests furthered or hindered by the administration of services through one agency?

First of all, the client wants help to be accessible. Then he wants to know what is involved in getting help, what he has to do, what the agency does, when and why help continues or ends.

He wants fair treatment and recognition that it is his right to receive this help.

He wants understanding of his particular problem.

He wants to get out of the trouble which brings him to the social agency.

He wants to control his own life.

As we consider these wants on the part of the client, it seems evident that meeting them would be part of the aim of any good public agency, but that there is more hope of fulfilling some through one setup, and some through another.

*To make services accessible* without time consuming and futile steps on the part of the client is an administrative obligation which is far easier for the multiple function agency to meet. In fact, it is almost impossible for separate single function agencies to achieve the same degree of availability and eliminate unprofitable going about from place to place and repetition of the same facts for different services.

In the multiple function agency it is also possible for the client to get help which he wants, but which he might not be able to indicate with definiteness and clarity. When the framework of the agency is too rigid, the client may flounder for a long time with problems which a small amount of incidental help could solve.

*Knowledge of what is involved in getting help* seems to me more possible for the client in the agency which gives fewer services. No matter how clear the worker may be, it is almost impossible for the client to disentangle the worker's activity in other areas from his relation to the specific service requested. The information required by the agency, the steps which the client must take to establish eligibility, the conditions of the continuing contact, all differ for different services. But if the worker is both probation officer and the dispenser of Aid to Dependent Children, how

<sup>1</sup> This paper was read at the National Conference of Social Work, Grand Rapids, 1940. Part I of this paper appeared in the November issue of THE COMPASS, and evaluated positive and negative factors in the administration of multiple services from the standpoint of the community.



is the mother to feel secure and comfortable in the continuance of financial assistance, if one child on probation is failing to do what the judge has ordered?

An interesting illustration of this kind of problem is the recipient of OAA who was in constant fear that it might be discontinued because of her son's attitude toward his children. Then, the children had to be placed at a time when the father was applying for a WPA job, and here again it seemed difficult and also quite important to dissociate the worker's activity in regard to WPA assignment, from the steps which were being taken for the placement of the children.

There is something in the client's *desire for fair treatment and recognition of his right* to service which while far from new, seems to have a growing emphasis and meaning to clients of public agencies. This has been furthered by many things, of which the Federal Social Security Act is certainly not the least. It is practically achievable only as clear-cut fair policies are developed which not only apply to everyone equally but which establish some logical relation between the eligibility requirements for different services. This is certainly not impossible for separate agencies to work out cooperatively, but the need for it is more apparent and the ease of doing it far greater when one agency is administering.

For example: Under what circumstances should the entire cost of commitment to state hospital or feeble-minded institution, placement in a foster home, or medical care, be met out of public funds, and what relation has this to the amount which is available for a family eligible for Aid for Dependent Children or General Public Assistance?

*Understanding of the client's particular problem* with all that this implies, is such a relative matter that it is very difficult to discuss as an attribute of any one kind of setup. We all know situations in which the worker's relation to various needs of the client helps in his understanding of a specific problem. But the reverse of this is also true and as functions increase, additional burden is inevitably placed upon the worker to develop adequate understanding. It does seem particularly important, however, not to confuse lack of understanding with the singleness or multiplicity of agency function. Two very similar cases which I have recently read illustrate this: In the first, a mother whose relief grant was being reduced, turned to the worker in desperation and said that she had made up her mind she was going to place the chil-

dren or leave; her husband could keep the home together if he wished. The worker said perhaps she would have to make some change in the situation if the strain of managing was too great—perhaps the way things were required more of her than she could stand. The worker added that she knew her husband's feelings would mean a great deal to Mrs. Smith in considering any change. After some discussion of this Mrs. Smith said, slowly: "No, I guess I'm not ready to go that far. I've gotten through some bad times and I'm not going to give up yet."

In the second case a widower receiving ADC is faced with a cut in budget when the oldest girl becomes sixteen. He says he has done the best he can and if he can't get money enough to care for them it will be necessary to have them placed. With no discussion of this from the standpoint of the father's feelings, the worker explains quickly that this cannot be done, there are no funds for placing such a large group of children when the father can take care of them, and from that point on the father reiterates his sense of defeat and depression and hopelessness.

The fact that the first agency *does not* place children while the second agency *does* would certainly affect a worker's spontaneous response when placement is mentioned. In the first instance singleness of function might assist the worker's understanding, and in the second instance multiple function might tend to confuse the worker. But there is much more than agency function in the handling of these two cases, and it is just as possible that without adequate understanding and skill the first worker might have said, "All right, then we don't need to talk any more, you can go to the C.A.S. for that." Or, "Oh surely you wouldn't think of that when you really love the children."

*Wanting to get out of trouble* is one aspect of the client's desire to control his own life. Eligibility for public social services (in fact, for any kind of help or assistance), must necessarily rest on the client's inability to do for himself; and his *need*, as defined not by him but by the agency. This exercises a control which adds to the undesirability of the trouble itself, and which is part of the whole complicated business of taking help.

It seems to me that concentrating help for different kinds of problems in one spot often obstructs the client's ability to keep control in his own hands. It not only creates a dubious connection between different kinds of need, emphasizing his dependence, his inability, his need, but it puts the outside

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## Ethical Concepts and Professional Codes

To the Editor of THE COMPASS:

Mr. Witte's distinguished article in THE COMPASS of October 1940 regarding the teaching of professional ethics should commend itself to those who are interested in the question of the maturity of social work. Mr. Witte says: "That social work is reaching maturity is indicated in some degree by the growing interest in the ethics of the profession. . . ." Perhaps the most striking statement in this article—a statement at once incisively critical and highly constructive—is this: "The schools of social work have given almost no specific attention to this subject although it is implicit in their case work and field work courses." This strikes directly at a significant problem involved in the nature of social work, which is concerned preeminently with the relationships obtaining among human beings with specific reference to the practical problems of improving those relationships, both in their individual and social manifestations. All human relationships are founded upon ethical presumptions; to make these presumptions explicit and to recognize their implications is indeed to reach maturity. To know more definitely what we are doing in the field of social work in the sense of having an understanding of the significance, social as well as individual, of particular cases, it is requisite that we strive to make explicit the inherent ethical considerations.

This necessitates "definitive analysis," which Mr. Witte does not find in codes of ethics that have been formulated. The adjective is perhaps unnecessary; that it involves "analysis" in the sense of critical, systematic reflection upon ethical presuppositions or implied ethical concepts would seem to be indubitable. A social worker who accepts the necessity for having a code of ethics as the result merely of the acknowledgment of the exigencies of practical situations is eminently provincial, with a dangerously limited perspective and with an equally dangerous ignorance that knowledge can be broadened and deepened. Granted that "professional ethics cannot be studied apart from the actual practice of social work," it does not therefore follow that professional ethics must be limited to practical content. It is the analysis which Mr. Witte justly insists upon that gives breadth of conscious meaning to these practical situations and in terms of which these practical situations are made intelligible.

In view of these considerations, it is heartening to know that, despite the lack of attention to ethical problems on the part of schools

of social work, Mr. Witte feels that students and workers eagerly discuss practice involving ethical considerations. The road to understanding is not *doing*; the road to understanding is analytic reflection upon doing. Analysis of concepts, if these concepts are explicit, or evocation and analysis of concepts if they are implicit—this is the *sine qua non* of understanding. Fear that interest in such analysis will lead to absolutism or to misconstruction or to lack of perception of unique meanings in immediate practical situations is groundless. It is hardly analytical understanding that leads us to misconstrue or to distort the unique values in specific situations; rather, it is what we do with such understanding that leads to unwarranted or distorted ascription of meanings. Analysis cannot be substituted for judgment or for "the need for discriminating decisions." On the other hand, judgment cannot take the place of analysis. Each is an indispensable factor in the growth of understanding.

The value of an article such as Mr. Witte's lies not only in its stimulation to further thought, which leads progressively and cumulatively to clearer statements of the pertinent concepts, but also in its power to evoke and give direction to questions and critical comment. With the foregoing considerations in mind, it might be well to undertake briefly a series of observations regarding some of Mr. Witte's conceptions that raise doubts which, in the interest of avoiding further obscurity, should be dispelled in the beginning. Otherwise, "first efforts to develop basic concepts of professional ethics for social workers . . ." are likely to originate in confusion.

If in social work we are to reach maturity by first exhibiting an interest in the ethics of the profession, does not our "basic understanding" of professional responsibilities rest upon a basic understanding of ethics? It is true, of course, that professional competence within any given field of knowledge depends upon the development of a method more or less peculiar to that field, that is, of a method adapted to the subject-matter. It is to be assumed that the cumulative, specialized knowledge in the field of social work has been paralleled by conscious consideration and analysis of implicit ethical questions. Precisely here is the necessity for recognizing the importance of coming to grips with the general problems of ethics *as such*. To see practice in the light of theory, to ground theory in the substance of practice—these are among



the signs of maturity, of balance, and of increasing perspicacity in judgment.

For purposes of clarity, it is therefore necessary to study ethics, which is concerned with judgments regarding conduct, with the validity of these judgments, with the ideals which are the sources of those judgments, and with the nature, source, and validity of those ideals. This is not to give preeminence to theory; it is to give to theory the same emphasis that social work has given to practical matters. The reason for this lies in the recognition that if ethical concepts are implicit in social work, then judgments of value regarding human actions and the ideals from which those judgments stem are immediately involved. Analysis of these judgments and ideals is necessarily a matter of abstraction. That "the older professions of law and medicine have found special attention to ethics desirable" is true only in a Pickwickian sense, and to follow their lead for whatever reason is to continue to court profound confusion. The reason for this statement is that the ethics of these older professions reduces to simple codes of ethics, not vicious in themselves but vicious certainly in the sense that they are assumed to be all that there is to ethics.

How then should we look upon "professional ethics for social workers"? To formulate and examine codes of ethics and then to conclude, as Mr. Witte does, that they do not show definitive analysis is to arrive at an extremely important and basic conclusion, because it is at the very least rather doubtful that any code of ethics, taken simply at its face value, *can* show definitive analysis. Codes of ethics necessarily imply ethical concepts, explicit or implicit, and ethics is a systematic analysis of the nature and basis of these concepts. If then codes of ethics, which are identical with codes of professional conduct, are illustrations of ethical questions, why should we rest satisfied with them? With clear consciousness that no such sets of principles of conduct can be "guides which are infallible in all situations," why should we not attack the ethical concepts themselves and view our sets of principles of conduct with the broader vision contributed by our analysis of these concepts?

If we agree that "the development of a code, of course, is only incidental" and if we agree further that "the real value from such a course (in professional ethics) comes to the student by reason of the analysis, the weighing and judgment he must give to the questions considered," are we not also impelled to agree that analysis of the ethical concepts (of which codes of ethics are only illustrations) is equally

necessary, if not more so? If not, what reason can be given for halting the process of analysis at the point at which a code of professional conduct is formulated? And if it is a responsibility of schools of social work to offer courses in professional ethics because such courses increase "the student's awareness of the professional obligation and hence give him a sense of his own greater responsibility for competence" it would seem reasonable to point out that schools of social work should weigh well the question as to whether the professional benefits from such courses will be enhanced by inducing awareness, in the student's thinking, of the general and more fundamental ethical questions which are implied in all codes of professional conduct.

GEORGE TODD KALIF  
New Orleans, Louisiana

### Twenty Years Ago

Twenty years ago this month the first issue of *THE COMPASS* appeared. It was launched under the auspices of the National Social Workers' Exchange. The initials of the organization, which represented the points of the compass, gave Mary Van Kleeck the idea for the name of the new publication. The late C. C. Carstens was president. J. B. Buell, secretary, and Mrs. Edith Shatto King, executive secretary, of the NSWE. One of the aims listed in Volume I Number 1 was: "Higher standards, better mutual understanding between different groups and the unifying of professional efforts of all groups, demand that the rank and file of social workers shall march forward shoulder to shoulder. Every individual who is concerned in his job with human relationships, has a part in this development. The enlarged membership of the Exchange, then, must be a *working* membership."

The activities of the NSWE, other than the placement work, listed in that first issue, were some plans for job analyses, vocational information service regarding the whole field of social work, and for recruiting purposes, the establishment of a speakers' bureau. From the sixty council members, seven professional social workers were chosen as chairmen of committees to put the new plans into action.

The Executive Committee of the Central Council, besides the President and Secretary, included Harriet Anderson, Mrs. Richard S. Childs, David H. Holbrook, Philip P. Jacobs and Mary Van Kleeck.

It was not until the NSWE annual meeting the following June, that the organization was changed into the American Association of Social Workers.



## FOR REFERENCE AND COMMITTEE USE

FROM time to time THE COMPASS lists reports received from chapters and their committees which deal with problems of current interest and which may be useful to other chapters and to members. A limited number of copies are available from the national office without cost, except where noted.

*Personnel and Employment Practices*

"Facts You Never Knew Until Now About Employment Practices for Social Workers in the State of Ohio"—1938—a compilation of data about employment conditions in social agencies in Ohio, collected by the personnel standards committees in the several Ohio chapters, operating as a committee of the Ohio State Council.

"Desirable Employment Practices"—Buffalo Chapter, May 1938 (see THE COMPASS, October 1939).

"Recommended Employment Practice Standards"—San Francisco Chapter, April 1939 (see THE COMPASS, October 1939).

"Personnel Practices in Social Agencies in Maryland"—Maryland Chapter, June 1939 (see THE COMPASS, October 1939).

"Recommended Employment Practices for New York City Social Agencies"—New York City Chapter, October 1939 (see THE COMPASS, February 1940).

"Agency and Worker"—Boston Chapter, December 1939 see THE COMPASS, February 1940).

"Procedures for Personnel Adjustments Within the Agency"—Philadelphia Chapter, 1939 (reprint from THE COMPASS, October 1939).

"Some Principles in the Evaluation Process"—Philadelphia Chapter, 1940 (reprinted from THE COMPASS, March 1940—price 10¢).

*Lay Participation*

"Report of a Study by the Committee on Lay Participation in Social Work"—Cleveland Chapter, June 1939 (see THE COMPASS, October 1939).

"Bibliography on Lay Participation"—Cleveland Chapter, 1939—published by the AASW—price 10¢ (see THE COMPASS, October 1939).

*Membership*

"Handbook for New Members"—Cleveland Chapter, March 1939 (see THE COMPASS, October 1939).

"Louisiana Chapter, AASW"—Louisiana Chapter, March 1940—an informal, mimeo-

graphed pamphlet for potential, new and old members which includes a description of what an Association chapter is, a statement of the chapter's purpose and function and a copy of the AASW membership requirements and application procedure.

*Chapter Organization*

"Statement of Chapter Policies and Procedures"—New York City Chapter, May 1939 (see THE COMPASS, October 1939).

Annual Report—New York City Chapter—1939-40

*Relief Studies*

"The Humane Side of a Relief Crisis—A Fact Finding Report"—Cleveland Chapter, December 1939 and "What Fifteen Hundred Dollars Bought for Families on Relief"—Cleveland Chapter, February 1940—available from the Cleveland Chapter, 1620 Prospect Ave., Cleveland, price 25¢ each, (see THE COMPASS, February 1940).

"The Denver Relief Study"—a study of 304 general relief cases known to the Denver Bureau of Public Welfare on January 15, 1940. By Jean Sinnock and Associates. Denver Chapter was an active participant. Copies available from national office, price 25c. (See THE COMPASS, November 1940).

"Stones for Bread"—published by the Missouri Association for Social Welfare. An accumulation of studies on relief conditions made in 23 different areas of the state. The three AASW chapters in Missouri participated. Copies may be secured from the Missouri Association, Brown Hall, Washington University, St. Louis, price 50c, postpaid (See THE COMPASS, November 1940).

*Civil Service*

"Report of the Civil Service Committee"—Cleveland Chapter, March 1940 (See THE COMPASS, November 1940).

*Delegate Conference Resolutions*

Reprints of the resolutions passed at Delegate Conference about the program of the Association are available. These include the statements on: Standards for Social Work Personnel, Standards for Employment Conditions, Purpose and Membership Policy, Position on Public Social Services. The program for the Association for 1940-1941 as adopted is also available.



## CHAPTER MEMBERSHIP COUNT

Herewith is the official count of members by chapters taken each year. This count establishes the basis for representation at the Association Delegate Conference and for budget estimates. No other official count is taken during the year and the responsibility rests with the chapters for keeping up to date the list of members sent to them at the beginning of each year.

## CHAPTER MEMBERSHIP COUNT

as of October 25, 1940

	Guest	Junior	Senior	Total	Total by State
Alabama State Chapter..	12	50	62	62	
Arizona State Chapter..	6	14	20	20	
Arkansas State Chapter..	4	27	31	31	
California .....					879
Council .....	2	34	36		
California East Bay Chapter .....	10	77	87		
Los Angeles County Chapter .....	42	415	457		
Sacramento Chapter ..	4	40	44		
San Diego Chapter....	5	43	48		
San Francisco Chapter	1	16	190	207	
Colorado .....					141
Non-Chapter .....	1	7	8		
Colorado Springs Chap.	1	8	9		
Denver Chapter .....	10	114	124		
Connecticut State Chapter	8	252	260	260	
Delaware State Chapter..		33	33	33	
Washington, D. C., Chapter .....	18	381	399	399	
Florida State Chapter...	12	52	64	64	
Georgia State Chapter...	16	106	122	122	
Hawaii Chapter .....	2	61	63	63	
Idaho-Non-Chapter .....	4	4	8	8	
Illinois .....					1023
Chicago Chapter .....	119	791	910		
Illinois State Chapter..	16	97	113		
Indiana .....					192
Non-Chapter .....	6	30	36		
Indianapolis Chapter...	12	126	138		
St. Joseph Valley Chap.	5	13	18		
Iowa State Chapter.....	24	77	101	101	
Kansas .....					77
Non-Chapter .....	3	14	17		
Topeka Chapter .....	6	30	36		
Wichita Chapter .....	5	19	24		
Kentucky State Chapter..	19	93	112	112	
Louisiana .....					257
Louisiana Chapter ....	28	52	80		
New Orleans Chapter..	15	162	177		
Maine State Chapter....	1	23	24	24	
Maryland State Chapter..	11	172	183	183	
Massachusetts .....					416
Boston Chapter .....	4	297	301		
Southeastern Massachu- setts Chapter .....		28	28		
Western Mass. Chapter	1	36	37		
Worcester Chapter....	4	46	50		
Michigan .....					418
Council .....	10	43	53		
Detroit Chapter .....	41	240	281		
Grand Rapids Chapter..	4	18	22		
Lansing Chapter .....	4	27	31		
Washtenaw County ...	9	22	31		
Minnesota .....					366
Non-Chapter .....	3	8	11		
Arrowhead Chapter....	7	23	30		
Twin-City Chapter ...	76	249	325		
Mississippi-Non-Chapter.		12	12	12	
Missouri .....					491
Non-Chapter .....	6	9	15		
Central Missouri Chap.	16	45	61		
Kansas City Chapter..	3	95	98		
St. Louis Chapter....	36	281	317		
Montana State Chapter..	4	15	19	19	
Nebraska State Chapter..	32	69	101	101	
Nevada-Non-Chapter ....		3	3	3	
New Hampshire - Non-Chapter .....	1	13	14	14	
New Jersey State Chap.	11	231	242	242	
New Mexico-Non-Chapter	3	14	17	17	
New York .....					1756
Council .....	3	56	59		
Buffalo Chapter .....	9	144	153		
Fort Orange Chapter..	1	65	66		
Hudson Valley Chapter		2	31	33	
New York City Chap..	1	23	1100	1124	
Rochester Chapter....	8	122	130		
Southern Tier Chapter	4	27	31		
Syracuse Chapter.....	4	46	50		
Westchester County Chapter .....	1	6	103	110	
North Carolina State Chapter .....	13	93	106	106	
North Dakota State Chap.	5	13	18	18	
Ohio .....					868
Council .....	7	58	65		
Akron Chapter .....	1	34	35		
Cincinnati Chapter....	4	156	160		
Cleveland Chapter ....	2	36	378	416	
Columbus Chapter.....	3	79	82		
Dayton Chapter .....	3	40	43		
Toledo Chapter.....	5	62	67		
Oklahoma State Chapter..	21	46	67	67	
Oregon State Chapter...	12	87	99	99	
Pennsylvania .....					868
Division .....	1	32	33		
Erie Chapter .....	6	25	31		
Harrisburg Chapter...	7	70	77		
Lehigh Valley Chapter	3	26	29		
Northeastern Pennsylv- ania Chapter .....	2	55	57		
Philadelphia Chapter..	6	321	327		
Pittsburgh Chapter ...	1	44	261	306	
Reading Chapter.....		8	8		
Puerto Rico Chapter....	4	12	16	16	
Rhode Island State Chap.	14	105	119	119	
South Carolina State Chapter .....	13	32	45	45	
South Dakota State Chap.	9	14	23	23	
Tennessee .....					84
Division .....		3	3		
Eastern Tenn. Chapter		18	18		
Memphis Chapter.....	1	32	33		
Nashville Chapter.....	5	25	30		
Texas .....					181
Non-Chapter .....	1	7	8		
North Texas Chapter..	3	46	49		
South East Texas Chap.	6	63	69		
South Texas Chapter..	10	45	55		
Utah State Chapter....	18	43	61	61	
Vermont-Non-Chapter ...		10	10	10	
Virginia .....					206
Non-Chapter .....	4	35	39		
Lynchburg-Roanoke Chapter .....	2	26	28		
Richmond Chapter....	32	107	139		
Washington State Chap.	1	49	181	231	
West Virginia-Non-Chap.	5	23	28	28	
Wisconsin .....					198
Non-Chapter .....	4	35	39		
Dane County Chapter.	4	35	39		
Milwaukee Chapter...	8	112	120		
Wyoming-Non-Chapter...		3	3	3	
Alaska-Non-Chapter ....		3	3	3	
Canada-Non-Chapter ...	2	15	17	17	
Foreign: Non-Chapter...			13	13	
Bad Addresses .....	4	7	11	11	
Total .....	7	1,155	10,019	11,181	11,181



## Social Problems and National Defense

(Continued from page 4)

the light of relief or assistance standards, but rather in terms of the normal responsibility of the registrant for the support of other persons.

Social workers are serving on draft boards in many places, and the services of chapters have been offered. Draft boards are calling on local social agencies for information and investigational service, although as yet to no considerable extent.

It has been proposed that the Selective Service System nationally employ staff to coordinate the activities of social agencies and develop maximum use of professional services in the determination of facts which would throw light on the deferment problem without involving agencies in functions which are properly those of the local draft boards. A similar suggestion has been made to several state headquarters and local units so as to secure more uniformity of interpretation of the dependency clause. Just as uniformity of interpretation is sought in connection with physical examinations and standards for deferment for reasons of physical unfitness, so is it important that social data be uniformly dealt with. It is of equal importance that the normal functions of social agencies be neither confused nor diverted to meet situations which are a proper function of government. In this connection social work staff in the Selective Service System might also help to make available to men rejected for reasons of physical unfitness information about available local resources for medical care.

**Training Centers—** All of the problems indicated above in centers of Military and Naval industrial concentration are appearing in camp Encampments communities and require similar treatment. In addition it has been suggested that the services of professional social workers drawn into military service be utilized for their particular skills, and that such skills be sought where they are not available among men drawn into the service. It has been proposed that social services to men in the service, in addition to those that may be rendered in connection with their families by the Red Cross, are as important and valuable in the maintenance of morale as are the services of physicians and chaplains.

**Allowances and Allotments** Legislation covering allowances and allotments will probably not be enacted in this session of Congress, largely because of the intent of the Selective Service System to refrain from drawing into the service men who

have dependents. It is nevertheless recognized that dependency may develop after enlistment and provisions for allowances and allotments must shortly be made.

A system of public welfare units, nationwide in character, afford the appropriate channel through which family allowances may be administered.

**Reemployment and Protection of Rights and Benefits** Many guarantees of reemployment to men drawn into the service have been made. In addition to this,

social workers can assist men going into the service in taking advantage of the Civil Liabilities Act which protects them and their families from eviction, dispossession, loss of insurance, and judgment on failure to comply with a contract entered into prior to the enactment of the laws requiring their service. Men can also be advised regarding the life insurance provision to the Excess Profits Tax bill, and the policies of local employers in supplementing army pay.

Two possibilities are under consideration for the protection of those covered by the social security insurance programs. One involves a moratorium or freezing of benefit rights at the time a man enters military service; the other involves the inclusion of military service as a covered occupation, and has the advantage not only of protecting the benefit rights of those already covered in their civilian occupations but also bringing within protection of these programs all men in military service. Consideration is also being given to the possibility of supplementing with federal grants the payments made in such cases to insure a decent minimum. A number of bills have been introduced into Congress for the provision of flat sum discharge payments. It can be expected that the next Congress will take action in adjusting both the Social Security and Railroad Retirement Insurance programs in the light of the extensive transfer of men from civilian to military occupations.

**Needs of the Civilian Population** With all of the emphasis on the above problems arising directly out of defense activities, there remains the whole battery of problems well known to social workers among the civilian population. Development of plans for meeting normal needs cannot be held in abeyance but rather require renewed effort because of the defense program. Federal agencies are alert to these problems and working in a variety of ways to make use of data newly available for the promotion of programs long in the "blueprint" stage but not yet in effect.



**Organization** State and local defense councils are being expanded to include representation from all groups in the community which may appropriately be called upon to assist in the development of plans either directly or indirectly related to defense. Social workers have an opportunity through membership on such councils, or through specific assistance to them, to direct attention to state and local problems inadequately understood and to interpret the relationship of these problems to the growing concept of total defense.

### *Some General Principles for Social Work Activity*

1. Recognition of public responsibility for social services, developed and maintained under governmental auspices, should be extended to defense activities. Governmental units may find it expedient to call upon existing public and voluntary agencies for supplementary services in line with their normal functions.
2. Federal financing and leadership in the provision of services are as imperative as they have been in insurance, assistance and relief.
3. This leadership should take the form of setting standards for state and local participation. National voluntary agencies can, in consultation with federal officials, perform a similar function for their respective local units.
4. Utilization of federal, state, local and voluntary resources should be accompanied by determined efforts to maintain and strengthen existing functions, both public and private, so that national morale may not be undermined by diversion of funds or services from normal channels or by placing undue strain on facilities ill equipped to perform present functions.
5. Personnel in both public and voluntary effort meeting qualifications developed in this field is the key to effective adaptation of existing resources to new needs and to the development of new and appropriate services to meet newly recognized needs.



### **Basic Questions About Family Life**

*(Continued from page 6)*

or clashes in areas of interest, have no continuing place in any community. Yet in spite of the long distance we have come in community planning, and in agency development, this element of adjustment is almost perpetual. It is also true within agencies, as

between departments under one administrative head, or as between bureaus with separate executive heads but under a single administrator. It is more so as between separate agencies at large, in spite of effective council work and action. Again, I hold that much of this is due not to sheer cussedness or inability to work things out, but rather to relatively little progress in establishing a common understanding as to what we really believe in and wish to strengthen in social principles.

By way of simpler example, if our agencies, public and private, and through them the community in which they operate, had fundamental belief and common purpose in maintaining family life, how rare it would be to find one agency or bureau unable or unwilling to give sufficient service and assistance to maintain family unity, especially in view of the fact that to permit anything other than this principle to prevail costs the community much more in dollars and cents, regardless of the social and moral losses involved. Or to state it another way, in such a community how rare it would be to find one department or agency needlessly carrying out elaborate and costly provision for children away from their normal environment if other agencies or departments were committed to the principle that the maintenance of family life was a social and economic asset. Certainly, basically, this is not a question of whether public or private agencies should work together, or cooperatively, or separately, or on an individual case basis. It is first and primarily a question of what we believe in, and how we see the problem as a whole. Our difficulty is that we have not established our premise or principle—and we certainly have not factually sold it.

Before leaving this point I should like to touch upon this question of difference in standards between public and private agencies, either in family or children's case work fields. Let me make clear that my sympathies are largely with the public agencies in this instance. Our public services have made tremendous strides in the last years and for me personally, and I dare say for all of us, there can be no onerous distinctions as to whether one is engaged in public welfare or private welfare. The public agency has little or no choice as to either its coverage or as to selective determinations. It has to work with the facilities it has at hand—equipment, appropriations and staff. Civil service is also making great strides, but here too civil service in many instances is still more protective than it is selective, with its emphasis on safeguards. It is a unique combination of both



lottery and merit which is the best we can do until measurement skills and methods are further developed. But all of these factors in public administration are determinations in which we have a part as citizens, and as private social workers and social agencies we are even more responsible for the materials, methods and principles with which these public agencies have to work than are the public officials themselves who administer these agencies.

On the other hand, private agencies, while still reflecting contributor and community attitude and opinion, are nevertheless in an advantaged position, so far as facility and functional field are concerned, and they should reflect that advantage. In the first place, the private agency may be both specialized and selective, it may adjust its case load to its facility, it can maintain an adequate staff and a competent and efficient staff. Hence the quality of work and its leadership should be nothing short of the best. Generally speaking, if a private agency cannot offer something more than can the public, then the more rapidly the private agency disappears from the scene the better. Specifically, private endeavor should close shop and go out of business, for it has no right, moral or social, to seek support if it cannot demonstrate a considerable leadership at all times.

Too many private agencies lose sight of quality and responsibility for leadership in establishing basic social criteria by their need to be of such broad value to the community as to involve them in quantity service rather than a quality service. The private agency cannot and should not be a coverage agency, particularly in any large area of community need. Furthermore, today there seems little reason for attempting this with our established public facilities.

The public agency, to be sure, may be falling short of complete coverage, or of effective coverage. However, here again, it is the concern of all of us to see that it has the required facilities to do the job it is faced with. I doubt the wisdom of private agencies undertaking segments of work solely on the premise that the public agency is not yet geared to full coverage. For example, it is estimated there are some six to eight million children affected by various public programs. What a tremendous burden this throws upon public agencies for effective coverage. Private agencies would do well to retire from all attempts at coverage on their own, and throw their weight back of community opinion based on fundamental principles in assisting public programs to bring about effective coverage.

However, private agencies may have in many instances gone so far in their desire for perfection that they have failed in their contribution to the larger issues. Specialization of programs, coupled with the factor of further selectivity within these specialized areas, has the danger of putting the private agency in the position of being an exact specialist in minutiae but of no value to the community or to social work from the broad point of view. We may miss the boat completely on basic concepts by becoming so narrowly specialized that we fail to see the whole. There is a certain danger in smugness of this sort—knowing more and more about less and less—to the end that we have no impression of and make no impression on the larger perspective or scope, of which and in which the private agency should be a very vital part.

To be specific, the so-called family agency is charged with being so selective as to rule out the broad cross section of family case work cases, particularly those calling for major financial assistance, long time relief or rehabilitation needs, cases in which the authoritative element is present, etc. The child placing agency is charged with being over-selective to the extent of focusing so narrowly on the child and his problem as to overlook the factors and possibilities inherent in the total case which might make for re-establishment of the family life. The protective agency is charged with being selective to the extent of concerning itself only with problems which would appear to the court or from the legal angle clear violation of legal guarantees or assurances for the child.

These charges are well founded or not, in accordance with our "standards" and concepts in every community and to varying degrees. In the meantime, the public departments have all of these problems every day, because they are of necessity coverage agencies and can do little specializing or selecting of their clientele. From the angle of personnel, it is also well to bear in mind that the public welfare worker likewise has little choice in refining his case load either as to quality or special problems. He, too, has to take them as they come. What, I ask, is the private set-up doing to help him and his agency to meet this terrific responsibility? Certainly, the acceptance of a few cases is not the type of co-operation he needs most.

In brief, it seems to me that the most difficult problem to solve is perhaps also the most essential. How can we develop specialized services while at the same time being conscious of and taking a responsibility for the social problem as a whole? Certainly in



the children's field, the specialization is so broad and the problems so varied that no one agency can aspire to expertness in all problems.

As in the children's field, so have we also in the family field specialized programs. As for example, delinquency, neglect, probation, etc., where case work motivated by concern for the child is involved within a family setting. Should the family agency, as it is generally known today, make its choice between a specialized service or accept the challenge that it is a generic agency dealing with all problems coming within the family setting? Are some children's agencies likewise faced with similar functional-structural decisions?

Such a broad reorganizational approach to point up the vital questions facing us would mean something of a revolution in social work. It would call for considerable study in our determination of where these specializations belonged and what purposes they were to serve in clarifying and determining some of the broader, more basic issues. Consideration along these lines might serve to clarify considerably our structural arrangement, at least since admittedly it has grown up without too much thought as to pattern or effectiveness in relation to the whole.

One might go on at considerable length with further refinements and more involved considerations inherent in re-appraising the numerous elements that affect or are related to this question of preserving family life. I have but hinted at a few of these things only by way of emphasizing the timeliness of our undertaking this task without delay. Case work techniques, agency functions, methods and facilities must come up for critical analysis and appraisal. Areas of interest, specialized programs, selective processes, public and private agency relationships and functions, all must be on the agenda.

It certainly would seem that a blue print might be drafted visualizing immediate and long time steps and plans. It might well be that we really could establish at an early point an understanding and a common ground to begin from. No matter how far back we had to trace our development in fundamental principles, as in case work, there should be at some point a basic acceptance of what we could agree upon as generic in the broad social sense.

We shall have to be more exacting and factual in our methods of appraisal. Getting together in a sincere give-and-take way will probably do more than anything else to stimulate operating or service agencies to lead rather than follow in methods and principles

of study and research. That it will not be easy is clear, I think, to all of us who have had the privilege of comment and criticism from one side or the other.

Many of these questions cannot well be handled at this point by large generalized groups, I believe, but must be in the first instance, at least, delegated to small groups of practitioners or specialists. It would seem that really effective progress and work to this broad end should and can first take place within communities where there is already considerable ground for assuming mutual respect and confidence in the other fellow's point of view and integrity. National agencies might well simultaneously undertake to explore this area within their own membership and between themselves as national organizations. Thereafter in defining common ground, and in establishing standards and criteria, national agencies have more than a casual responsibility to see that effective follow-up is carried out. We do not lack the leadership, we do not lack the facility—all we have lacked is the initiative, sparked by our consciences to undertake this task.

In pointing up this broad query to social workers, it would seem that we have a particular responsibility, and the interest and facility to find some of these answers. As a professional group we have within our membership representation of all agencies, fields, practices and programs. Furthermore, through chapter organizations we do represent or reflect communities. From our common ground of professional interest—the total program and welfare of all clients—we are in a unique position to examine conflicts, identify gaps, explore programs, analyze methods and practices. In this process we should see emerge more clearly some of the fundamentals or principles we are in need of as a base to build more solidly on for the future.

### Multiple Services in the Public Agency

*(Continued from page 8)*

strength and therefore the control, in one person or one place. Taking help of any kind means a temporary yielding of some of the control of his own life which ordinarily rests with the adult individual. The longer the help is needed and the more areas of life which it covers, the greater the threat to the person's own sense of independence. Going to one person (or one agency) for help out of all kinds of trouble is the natural way for the young child, but even at adolescence a child is apt to strike out and try to meet different kinds of need in different spots.



For the client, a preference not to discuss every problem with one person may be an evidence of maturity and an indication that the control of his affairs are in his own hands, where they must be if any permanent change for the better is going to occur. If he is discussing a financial plan with one person, it seems quite legitimate that he might want to confine it to that, and talk about his son's delinquency with another.

The multiple function agency is under some handicap as far as this aspect of the client's wants are concerned, and only a constant awareness of this problem will avoid serious consequences both in contributing to dependence and in creating resistance to help which the client really needs.

One thing which tends to accentuate the problem in the multiple function agency is the difficulty of closing the case or in ending one part of the contract when another service is still desired. Thus, in one record the worker states:

"Mr. R came in to say that he had gotten a job and worker feels that he will work out his own plan. The family is getting along fairly well. However, the case will be held open at present as there is usually some request at intervals from the family."

This may be merely a mechanical expedient, but it may also represent the tendency to hang onto a situation long after the client really wants or can use the agency's help.

### From the Standpoint of the Agency:

We have still to consider the way in which the agency itself, and the staff of which the agency is made, actually perform the functions for which it is responsible. In estimating the positive factors in the multiple function agency, I believe that it is easy to be misled by the term generic case work.<sup>2</sup> This is apt to cause a lack of clarity on the part of the agency as a whole about the different kinds of help which it may offer, the different kinds of responsibility which it does assume. Consequently, the development of policies, procedures and point of view governing any one kind of help does not keep pace with the necessity of giving the help. The function is assumed, but there is no definition of what is involved in it. It is all generic casework instead of the application of what is generic in our understanding to a variety of specific services.

As for the worker, administering many serv-

ices demands an immense amount of specific knowledge and practical skill, which must be acquired for each separate function if they are to be performed with real helpfulness and growing quality. He is in some way obligated to develop definite knowledge about the exact kind of information required; conditions under which help requested can be given, or action not requested must be taken; and what is involved in the continuing contact. This is particularly difficult to achieve when the worker is representing another agency. He also needs skill in using this knowledge which means a comfortable, easy and secure relation with the client. He must have clarity about the range of services given, so that it is possible to say both yes and no to the client and to the community. He needs ability to assume different kinds of authority as the function requires, and when it is not demanded as an inherent part of the function, he must be willing to be useful to the client, without attempting to make the client use the agency.

To what degree can the worker fulfil this obligation, and by what means can he be helped to do effectively so difficult a job? It is impossible to have any general answer for the first half of that question. Different workers will differ greatly in the ability to learn and to do all parts of the job. The standards of the agency at any given time will determine whether any worker can adequately perform all functions.

But it is the obligation of the agency to recognize what is being asked of the worker and to help in every possible way—through clarification of policies for different services, through simplification of procedure, through really superior supervision, and through some opportunity to concentrate on each particular service long enough to develop sound principles and method.

It is hardly necessary to say that the multiple function agency seems to me neither all good nor all bad as far as casework is concerned. Size of the community and stage of the program weigh so heavily that it is even difficult to add up the assets and liabilities and say in which ways one is better than the other.

It does seem to me essential that the community, as well as the agency, be clear about what is included in a multiple function agency, and what is needed to perform these functions adequately.

It also seems exceedingly important to be aware of the dangers and disadvantages to the client. The advantages are apparent and can take care of themselves; and with aware-

<sup>2</sup> For an excellent discussion of this see "The Generic and the Specific in Social Case Work," by Grace Marcus, *News Letter of AAPSW*, July, 1938, pp. 3-9.



ness, the less desirable factors can be counterbalanced or reduced a great deal.

If the community is big enough to consider some division of function, it would seem desirable to keep together services which are most alike in kind, or in relation of agency to client; and when the service is an integral part of another agency's job, to accept this only as long as the other agency cannot take responsibility for it.

And finally, if public welfare services are to develop in scope, efficiency and quality, it is vitally necessary for the multiple function agency to provide means of examining and improving method in each specific service given.

### The 85th Association Chapter

At its October meeting the National Board approved the petition for organization of the *East Tennessee Chapter* covering some 30 counties, the political grand division known as East Tennessee. Miss Rebecca Blackburn has been elected chairman, Theodore Wintersteen, vice chairman, and Mrs. William C. Fitts, Secretary-Treasurer. There are eighteen Association members in this territory. This group has for some time operated on an informal basis, meeting for discussion purposes, working on material from the Association. The group also was represented at the last Southern Regional Conference.

A number of membership groups are active and working toward chapter organization in New Mexico, Mississippi, Fort Wayne Indiana, Youngstown Ohio, and St. Joseph Missouri.

### Hatch Act Clarified

In view of many questions that have been raised concerning organizational activity on the part of employees of public agencies, the following quotation from a statement by the United States Civil Service Commission on the applicability of the Hatch Act to certain state and local employees will be of interest.

"Activity in organizations having for their primary object the promotion of good government or the local civic welfare is not prohibited by the Act of August 2, 1939, as amended, provided such activity has no connection with the campaigns of particular candidates or parties."

Free copies of this statement may be obtained by writing to the U. S. Civil Service Commission, Washington, D. C., which has responsibility for administration of the Act.

### Bulletins of the AASW

The following bulletins were issued to chapters by the national office during the past month.

No. 467—*Information About the Selective Service Act.*

No. 474—*Uses for the Resolution on AASW Purpose and Membership Policy* (passed at 1940 Delegate Conference). Re: Objective of the definition and connections in which it may be used. Particular points interpreted: recruitment and interpretation to new members; relationships with other organizations and groups in social work; problems and developments in relations of the different "fields"; professional education for social work, etc.

No. 482—*Uses of Resolution on Standards for Social Work Personnel* (passed at 1940 Delegate Conference). Re: Relation of resolution to other aspects of Association concern and suggested next steps in chapters.

No. 483—*Uses of Resolution on Agency Standards for Employment Conditions* (passed at 1940 delegate conference). Re: Nature of the resolution and promotion and use of this principle.

No. 489—*Classification Process in Selective Service.* Re: Aspects of classification of registrants, administration of the process, and points chapters may wish to pursue regarding social work services appropriate to this process.

### Interpreting Probation and Parole

An argument which was presented by Irving Halpern for the use of pre-sentence records in interpreting to the public the work of probation departments was quoted in the August COMPASS under the caption "Confidentiality of Case Records." Another view of the problem of interpreting probation and parole and of improving public support for these functions appears in the October issue of "Probation" and gives the ideas of a subcommittee of the Blue Ridge Institute as reported by Joseph Y. Cheney.



## Board Defines Policy for Chapter-National Relations

AT its meeting in October, the National Board discussed ways in which the chapters of the Association could be increasingly identified with the work of the national organization and national committees. A special subcommittee consisting of James Brunot, Frank Hertel, and Pierce Atwater proposed the following report which was adopted as a statement of operating policy:

### 1. *Character and size of national committees*

In general, national committees shall be steering committees consisting of working groups small enough and close enough to a central point to permit frequent meetings without undue cost or travel time. Since the national committees report to the Board and since basic questions are referred to the Delegate Conference, their membership need not be enlarged merely to secure broader representation. Their size should be determined primarily on the basis of the subject matter and programs assigned to them.

### 2. *Geographical distribution of national committees*

Various national committees will be centered in different parts of the country and their members drawn from adjacent areas. In order to rotate responsibility without complete loss of continuity, committee assignments should be shifted to nearby centers at intervals of not less than one year.

### 3. *Responsibility of national committees for work with chapters*

In addition to duties defined in terms of subject matter, each regular national committee shall be responsible for keeping related chapter groups informed of its progress and plans and for utilizing chapter resources in an advisory and consultative capacity through the means suggested below.

### 4. *Chapter committee organization*

The chapter committee programs must be recognized as primarily intended to promote local purposes and objectives. The work of

such local committees should, however, be integrated as closely as possible with that of national committees working in related fields.

The National Board does not urge chapters to establish local committees paralleling the national committees except where there are valid problems or interests in the same field within the local chapter. However, in all instances where chapters establish committees to work on subject matter related to that assigned to national committees, the chapters are urged specifically to instruct such local committees to cooperate as far as possible with national steering committees. Where there are parallel committees it is suggested that these chapter committees assume the same names as those of the national committees.

### 5. *Means of relating national and local committee programs*

As a local medium for correlation of national and local committee activities it is suggested that chapters designate, within each chapter committee concerned with local aspects of problems assigned to national steering committees, a liaison person or group whose duty shall be to maintain contact with the national committee program.

In addition to the usual means of communication between national committees and chapters (THE COMPASS, chapter bulletins, etc.) the national committees shall consider local liaison persons or groups as correspondents and consultants and shall attempt through them to secure the widest possible chapter participation in national committee activities.

The National Board believes that it is essential to bring national and chapter committees closer together not only to secure wider participation in consideration of common problems, but also to utilize chapter resources for observation and study which cannot be undertaken in national committees necessarily operating with serious limitations of time and personnel. Cooperation between national and local groups working on related questions should extend through the whole process of planning, gathering material and formulating recommendations. It should serve in the chapters as an important continuing method for preparation for final consideration of issues prepared by the committees for presentation to the membership, the Delegate Conference or the Board for final action.



A "Chapter Handbook" has been published by the *San Francisco Chapter*. A committee established to review the chapter's existing structure and recommend changes, had responsibility also for writing a Handbook incorporating organization, procedures, and structure revisions necessary to conduct effectively chapter activities. The Handbook is to serve as a reference for officers, the executive and other committees. Of particular interest is the organization of the material, which may be suggestive to other chapters working on handbooks. The material covers the function, general duties, and the method of selection for: officers, executive committee, office secretary, state council delegates, and chairmen of divisions. Similar information is given about the chapter committees. At the end is an organizational chart of the chapter.

THE "Accelerator" is the title of the *Detroit Chapter's* new bulletin "a symbol of dynamic Detroit."

THE *Rochester Chapter* has just begun the publication of a chapter monthly bulletin.

## Letter to the Editor

Miss Kahn's excellent paper "Social Work and Civil Service" delivered at the National Conference of Social Work last June and reprinted in the October COMPASS discusses one problem which deserves the special attention of the Association at this time. In speaking of the problem of the career system, Miss Kahn advocates open competitive examinations for the upper grade positions in lieu of closed promotional examinations. This suggestion is not embodied in paragraph *d* of the statement on the selection of personnel adopted at the delegate conference. Paragraph *d* merely recommends that permanent employees who are professionally trained should be given preferential opportunity for promotion. Its recommendation is of value if, and only if, the other standards laid down in the resolution are adhered to.

Since merit system councils are at the present time formulating administrative policies dealing with promotion and since many merit systems have a dearth of professionally trained permanent employees, it seems to me that the problem of promotion should be dealt with more realistically. Now is the opportune time for the Association to formulate recommendations along the lines suggested by Miss Kahn and to issue a straightforward realistic statement dealing with the problem of promotion.

JOSEPH H. LOUCHHEIM, Assistant  
Professor of Public Welfare,  
University of Pittsburgh

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